Scott McCallum Governor

Jon E. Litscher Secretary



OFFICE OF LEGAL COUNSEL 149 East Wilson Street Post Office Box 7925 Madison, Wisconsin 53707-7925

Writer's Direct Line: (608) 267-9839

Fax: (608) 267-3661

State of Wisconsin Department of Corrections

May 24, 2001

Scott Jensen, Speaker Wisconsin State Assembly 211 West, State Capitol Madison, Wisconsin 53702

Fred Risser, President Wisconsin State Senate Room 102, 119 Martin Luther King Blvd. Madison, Wisconsin 53702

Re:

Clearinghouse Rule 01-022

A proposed order amending DOC 309 and creating rules relating to resources for inmates.

Gentlemen:

As provided in s. 227.19 (2), Stats., notice is given that the above-mentioned rule is in final draft form. This notice and the report required under s. 227.19 (2) and (3), Stats., are submitted in triplicate.

The rule was submitted to the Legislative Council for review under s. 227.15, Stats.. A copy of the Council's report is also enclosed.

If you have any questions regarding the rule, please contact Julie Kane at (608) 240-5015.

Sincerely,

In E. Litscher

Secretary

Enclosures

Cc: Gary Poulson, Deputy Revisor of Statutes

Senator Judith Robson, JCRAR

Respresentative Glenn Grothman, JCRAR

PROPOSED ADMINISTRATIVE RULES – DOC 309, RELATING TO RESOURCES FOR INMATES ANALYSIS FOR LEGISLATIVE STANDING COMMITTEES PURSUANT TO S. 227.19 (3) STATS.

Need for Rule

Effective December 1, 1998, the Department implemented rules restricting inmates' access to sexually explicit material. These rules were challenged in federal court in a class action suit brought by several inmates (Aiello v. Litscher, Case No. 98-C-791-C, Western District of Wisconsin). The defendants filed a motion for summary judgment, but it was denied by the court in language that suggested the rules were unconstitutional in their present form based on a number of federal appellate court decisions that were reported after the rules were implemented.

In light of these developments, the parties negotiated a settlement which includes an immediate revision of the present rules to conform to the latest decisional law regarding the extent to which inmates' access to sexually explicit material can be restricted for legitimate penological objectives. The emergency rule, adopted February 23, 2001, was necessary to avoid a lapse of the settlement agreement and lengthy trial with the attendant possibility of having to pay a considerable amount in attorneys' fees.

Responses to Clearinghouse Recommendations

This rule was submitted to Legislative Council on February 23, 2001. All but the following recommendations were accepted:

In s. DOC 309.02 (14), in the first sentence, the first instance of "fully" should be replaced with "full" to be consistent with the current rule's text. The drafter may wish to make the same change in the second sentence because it appears that the intent is to require a full covering as opposed to a fully opaque covering.

ANSWER: The current rule does not use consistent language. This proposed rule is intended to clarify the department's intent. The intent of the proposed rule is to require a fully opaque covering as opposed to a full covering. The proposed language accurately reflects the department's intent.

Public Hearings

This rule received three public hearings.

Date & Time	Location
May 3, 2001 Thursday 10:00 A.M.	Room 120 State Office Building 141 N.W. Barstow Street Waukesha, Wisconsin
May 4, 2001 Friday 11:00 A.M.	Room 136 State Office Building 1681 2 nd Avenue South Wisconsin Rapids, Wisconsin
May 9, 2001 Wednesday 11:00 A.M.	Room 041 State Office Building, GEF III 125 S. Webster Madison, Wisconsin

There were no appearances or registrations at any of the public hearings.

Written comments

The time for public comment through written comments was held open until May 18, 2001. The following written comment was received:

1. Fernando Escobar

Black River Correctional Institution

Opposing the rule.

Mr. Escobar writes that the rule should be denied because prison officials do not support the settlement agreement in this case, and because the rule does not clearly define what "community" standards are. Mr. Escobar states that we should differentiate between the white community and Hispanic or black communities.

ANSWER: "Community standards" is used in this rule as it is used in section 944.21 of the Wisconsin Statutes regarding obscene material. This rule reflects current statutory language that states "community" means "this state." The law forbids discrimination on the basis of race. To apply this rule by differentiating on the basis of racial "communities" would be to discriminate in one way or another. In addition, this rule is being amended in response to a lawsuit brought by prisoners. The department is a party to the lawsuit and must, therefore, approve any settlement

Final Regulatory Flexibility Analysis

This proposed rule is not expected to impact on small businesses as defined in s. 227.114 (1.)

PROPOSED ORDER OF THE DEPARTMENT OF CORRECTIONS AMENDING AND CREATING RULES

The Wisconsin department of corrections proposes an order to amend ss. DOC 309.02 (14) and 309.02 (16), and create ss. DOC 309.02 (7m) and 309.02 (16)(b) and (c), relating to resources for inmates.

Statutory authority: ss. 301.02, 301.03 (1) and (2), and 227.11 (2), Stats.

Statutes interpreted: ss. 46.07, and 302.32 (1), Stats.

Analysis prepared by the Department of Corrections

Effective December 1, 1998, the Department implemented rules restricting inmates' access to sexually explicit material. These rules were challenged in federal court in a class action suit brought by several inmates (Aiello v. Litscher, Case No. 98-C-791-C, Western District of Wisconsin). The defendants filed a motion for summary judgment, but it was denied by the court in language that suggested the rules were unconstitutional in their present form based on a number of federal appellate court decisions that were reported after the rules were implemented.

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This order:

- Revises the present rules restricting inmates' access to sexually explicit material by prohibiting access to published material that depicts nudity on a routine or regular basis or promotes itself based on nudity in the case of individual one-time issues.
- Revises the present rules by prohibiting access to written material when it meets the legal definition of obscenity.

SECTION 1. DOC 309.02 (7m) is created to read:

DOC 309.02 (7m) "Features" means the publication contains depictions of nudity on a routine or regular basis or promotes itself based upon depictions of nudity in the case of individual one-time issues. The department will not prohibit a publication solely because it contains nudity that has a medical, educational or anthropological purpose.

SECTION 2. DOC 309.02(14) is amended to read:

DOC 309.02 (14) "Nudity" for commercially published material means the showing of the human male or female genitals, or pubic area or buttocks with less than a full fully opaque covering, or the showing of the female breast with less than a fully opaque covering of any portion below the top of the areola or nipple, or the depiction of covered male genitals in a discernibly turgid state. "Nudity" for purposes of a personal photograph means the showing of the human male or female genitals, pubic area or buttocks with less than a fully opaque covering, or the showing of the female breast with less than a fully opaque covering of the areola or nipple, or the depiction of covered male genitals in a discernibly turgid state.

SECTION 3. DOC 309.02(16) is amended to read:

DOC 309.02 (16) "Pornography" means any of the following:

- any (a) Any material, whether written, visual, video, or audio representation or reproduction, other than written material, that depicts any of the following:
 - (a)1. Human sexual behavior.
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 - (d) Nudity which appeals to the prurient interest in sex.
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 - (f) 5. Nudity of any person who has not attained the age of 18.

SECTION 4. DOC 309.02(16) (b) and (c) are created to read:

DOC 309.02(16) (b) A publication that features nudity.

- (c) Written material which the average person, applying state contemporary community standards, would find, when taken as a whole does all of the following:
- 1. Appeals to the prurient interest.
- 2. Describes human sexual behavior in a patently offensive way.
- 3. Lacks serious literary, artistic, political, educational, or scientific value.

SECTION 5. DOC 309.04(4)(c)8.a. is amended to read:

a. Is in whole or in part, pornography.

The rules contained in this order shall take effect on the first day of the month following publication in the Wisconsin administrative register as provided in s. 227.22(2) (intro.), Stats.

Wisconsin Department of Corrections

Date:	By		
		Jon E. Litscher	es.
		Secretary	

Seal:



RULES CLEARINGHOUSE

Ronald Sklansky Director (608) 266–1946

Richard Sweet Assistant Director (608) 266–2982



Terry C. Anderson, Director Legislative Council Staff (608) 266–1304

One E. Main St., Ste. 401 P.O. Box 2536 Madison, WI 53701–2536 FAX: (608) 266–3830

CLEARINGHOUSE REPORT TO AGENCY

[THIS REPORT HAS BEEN PREPARED PURSUANT TO S. 227.15, STATS. THIS IS A REPORT ON A RULE AS ORIGINALLY PROPOSED BY THE AGENCY; THE REPORT MAY NOT REFLECT THE FINAL CONTENT OF THE RULE IN FINAL DRAFT FORM AS IT WILL BE SUBMITTED TO THE LEGISLATURE. THIS REPORT CONSTITUTES A REVIEW OF, BUT NOT APPROVAL OR DISAPPROVAL OF, THE SUBSTANTIVE CONTENT AND TECHNICAL ACCURACY OF THE RULE.]

CLEARINGHOUSE RULE 01-022

AN ORDER to amend DOC 309.02 (14) and (16); and to create DOC 309.02 (7m) and (16) (b) and (c), relating to resources for inmates.

Submitted by **DEPARTMENT OF CORRECTIONS**

02–26–01 RECEIVED BY LEGISLATIVE COUNCIL.

03–19–01 REPORT SENT TO AGENCY.

RNS:AS:jal;ksm

RULES CLEARINGHOUSE

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CLEARINGHOUSE RULE 01–022

Comments

[NOTE: All citations to "Manual" in the comments below are to the Administrative Rules Procedures Manual, prepared by the Revisor of Statutes Bureau and the Legislative Council Staff, dated September 1998.]

2. Form, Style and Placement in Administrative Code

- a. In s. DOC 309.02 (16) (intro.), "any" should not be underscored. The subsequent stricken "any" should be deleted.
 - b. In s. DOC 309.04 (4) (c) 8. a., ";" should be inserted following "Is".

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In s. DOC 309.02 (14), in the first sentence, the first instance of "fully" should be replaced with "full" to be consistent with the current rule's text. The drafter may wish to make the same change in the second sentence because it appears that the intent is to require a full covering as opposed to a fully opaque covering.



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03–19–01 REPORT SENT TO AGENCY.

RNS:AS:jal;ksm

LEGISLATIVE COUNCIL RULES CLEARINGHOUSE REPORT

reported as noted below:			
1.	STATUTORY AUTHORITY [s.	227.15 (2) (a)]	
	Comment Attached	YES	NO 🖊
2.	FORM, STYLE AND PLACEM	ENT IN ADMINISTRATIVE C	ODE [s. 227.15 (2) (c)]
	Comment Attached	YES 🔽	NO
3.	CONFLICT WITH OR DUPLIC	ATION OF EXISTING RULES	[s. 227.15 (2) (d)]
	Comment Attached	YES	NO 🖊
4.	ADEQUACY OF REFERENCE [s. 227.15 (2) (e)]	S TO RELATED STATUTES, R	RULES AND FORMS
	Comment Attached	YES	NO 🖊
5.	CLARITY, GRAMMAR, PUNC	TUATION AND USE OF PLAI	N LANGUAGE [s. 227.15 (2) (f)]
	Comment Attached	YES 🖊	NO
5.	POTENTIAL CONFLICTS WIT REGULATIONS [s. 227.15 (2) (O, RELATED FEDERAL
	Comment Attached	YES	NO 🖊
7.	COMPLIANCE WITH PERMIT	ACTION DEADLINE REQUI	REMENTS [s. 227.15 (2) (h)]
	Comment Attached	YES	NO 🖊

This rule has been reviewed by the Rules Clearinghouse. Based on that review, comments are

RULES CLEARINGHOUSE

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150/w/ 12/

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Wisconsin Department of Corrections

Date:	By	
	Jon E. Litscher	
	Secretary	

Seal:

Scott McCallum Governor

Jon E. Litscher Secretary



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State of Wisconsin **Department of Corrections**

February 23, 2001

Members of the Legislature

Dear Members of the Legislature:

Enclosed is a copy of the Department of Corrections' emergency rule promulgated by the Department of Corrections. The emergency rule will be published in the <u>Wisconsin State</u> <u>Journal</u> on February 23, 2001.

If you have any questions about this rule, please contact David Whitcomb of the Department's Office of Legal Counsel at (608) 267-3673.

Sincerely,

Jon E. Litscher Secretary

Enclosure

ORDER OF THE DEPARTMENT OF CORRECTIONS CREATING RULES

FINDING OF EMERGENCY

The Department of Corrections finds that an emergency exists and that rules included in this order are necessary for preservation of the public welfare. A statement of the facts constituting the emergency is: Effective December 1, 1998, the Department implemented rules restricting inmates' access to sexually explicit material. These rules were challenged in federal court in a class action suit brought by several inmates (Aiello v. Litscher, Case No. 98-C-791-C, Western District of Wisconsin). The defendants filed a motion for summary judgment, but it was denied by the court in language that suggested the rules were unconstitutional in their present form based on a number of federal appellate court decisions that were reported after the rules were implemented.

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ORDER

Under the authority vested in the Department of Corrections by ss.301.02, 301.03 (1) (2), and 227.11(2), Stats., the Department of Corrections hereby amends and creates rules relating to resources for inmates, interpreting ss. 46.07, 301.32 (1), Stats.

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	a. Is in whole or in part, po	rnography.	
	The rules contained in this order sha official state newspaper, as provided		
		Wisconsin De	partment of Corrections
	Deter	D	
	Date:	By Jon E. Litsch	er
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	Seal:		

Scott McCallum
Governor

Jon E. Litscher Secretary



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State of Wisconsin **Department of Corrections**

February 16, 2001

Senator Judith Robson Joint Committee for Review of Administrative Rules Room 15 South State Capitol Madison, Wisconsin 53707

Representative Glenn Grothman Joint Committee for Review of Administrative Rules Room 15 North State Capitol Madison, Wisconsin 53708

Re: Emergency Rule Relating to Resources for Inmates

Dear Senator Robson and Representative Grothman:

tacher

The Department of Corrections plans to promulgate an emergency rule regarding resources for inmates. The Department anticipates that this emergency rule will be published in the Wisconsin State Journal on February 23, 2001.

A copy of the most recent draft of this proposed emergency rule is enclosed.

If you have questions regarding this rule, please contact David Whitcomb of the Department's Office of Legal Counsel at 267-3673.

Sincerely,

Jon E. Litscher

Secretary

Enclosures

Cc: JCRAR Members

ORDER OF THE DEPARTMENT OF CORRECTIONS CREATING RULES

FINDING OF EMERGENCY

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The rules contained in this order shall ta official state newspaper, as provided in s	s 227.24(1)(c) Stats
official state newspaper, as provided in s	5. <u>227.24(1)(0), puillo.</u>
	Wisconsin Department of Corrections
	· · · · · · · · · · · · · · · · · · ·
Date: B	ЗУ
	Jon E. Litscher Secretary
Seal:	

Austin, David

From: Graylow, Mary

Sent: Friday, December 22, 2000 3:44 PM

To: Austin, David

Subject: FW: DOC Emergency rule notice

Importance: High

----Original Message----

From: Kane, Julie M. DOC

Sent: Friday, December 22, 2000 3:35 PM

To: Sen.Robson; Rep.Grothman
Cc: Margolies, Robert S. DOC
Subject: DOC Emergency rule notice

Importance: High

Senator Robson and Representative Grothman:

This morning a letter was delivered to your offices regarding a proposed emergency rule from DOC. This rule is in response to a currently pending lawsuit and is part of a settlement agreement. However, the parties are reevaluating the settlement agreement and the emergency rule will not be published on the January 2nd date given in the letter you received this morning.

The settlement agreement originally called for the rule to be published 4 weeks after preliminary court approval of the agreement, January 2nd. This morning the parties determined that it would be more appropriate to wait until the court gives final approval to the settlement. The final approval will not come before February 9th, therefore the rule will not be published before then.

You should also note that in this last minute change, a copy of the proposed rule was not delivered to you with this morning's letter, as the letter states it should have been. The proposed rule will be delivered to you prior to the publication of the emergency rule, pending approval of the settlement agreement as mentioned above.

If you have any questions on this please feel free to contact me at 608-267-9839. I apologize for any inconvenience or confusion regarding this issue.

Julie Kane Assistant Legal Counsel Department of Corrections Tommy G. Thompson Governor

Jon E. Litscher Secretary



State of Wisconsin Department of Corrections

Mailing Address

149 East Wilson Street Post Office Box 7925 Madison, WI 53707-7925 Telephone (608) 266-2471 Fax (608) 267-3661

December 22, 2000

Senator Judith Robson Joint Committee for Review of Administrative Rules Room 15 South State Capitol Madison, Wisconsin 53707

Representative Glenn Grothman Joint Committee for Review of Administrative Rules Room 15 North State Capitol Madison, Wisconsin 53708

Re: Emergency Rule Relating to Resources for Inmates

Dear Senator Robson and Representative Grothman:

The Department of Corrections plans to promulgate an emergency rule regarding resources for inmates. The Department anticipates that this emergency rule will be published in the Wisconsin State Journal on January 2, 2001.

A copy of the most recent draft of this proposed emergency rule is enclosed.

If you have questions regarding this rule, please contact David Whitcomb of the Department's Office of Legal Counsel at 267-3673.

Sincerely,

Yon E. Litscher

Secretary

Enclosures

Cc: JCRAR Members

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